

Message Text

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C O N F I D E N T I A L STATE 084923

USUN FOR AMBASSADOR RAWLS

FOLLOWING REPEAT GENEVA SENT ACTION SECSTATE INFO NATO,
MOSCOW 30 MAR 77.

QUOTE: C O N F I D E N T I A L GENEVA 2426

E.O. 11652: GDS
TAGS: ECE, CSCE, UR, UK, EC, SENV, ETRN, ENRG, PFOR
SUBJECT: ECE - 23ND SESSION - SOVIET PROPOSAL FOR ALL-EUROPEAN
CONGRESSES ON ENVIRONMENT, TRANSPORT AND ENERGY

REF: A) GENEVA 2337; B) GENEVA 2402; C) GENEVA 2403

1. REFTELS B AND C SET FORTH DRAFT RESOLUTION AND
STRATEGY PAPER FOR ECE 32ND SESSION PREPARED BY UK FOR
CONSIDERATION BY EUROPEAN COMMUNITY (EC) REPS GENEVA
MARCH 31. IF APPROVED, DRAFT RESOLUTION MAY BE PRESENTED
AT ECE WESTERN CAUSUC MEETING APRIL 1 AND STRATEGY PAPER WILL
FORM BASIS FOR EC POSITION ON HANDLING OF SOVIET PROPOSAL FOR
ALL-EUROPEAN CONGRESSES AT 32ND SESSION. MISSION COMMENTS FOLLOW.

2. THRUST OF EC STRATEGY IS TO BURY SOVIET PROPOSAL IN MAIN
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COMMISSION RESOLUTION ON FUTURE WORK OF THE COMMISSION AND
CSCE FOLLOW-UP. WHILE ACKNOWLEDGING PROPOSALS MADE BY
VARIOUS MEMBER GOVERNMENTS, RESOLUTION WOULD PROVIDE FOR
INITIAL STEPS TOWAD HIGH LEVEL MEETING ON ENVIRONMENT (ONLY)
WITHIN FRAMEWORK OF ECE AND ACCORDING TO RATIONALE AND CRITERIA
SET FORTH BY ECE EXECUTIVE SECRETARY STANOVNIK IN DOCUMENT
EC/ECE/911. RATIONALE FOR SUCH TACTIC IS THAT SOVIETS

DESPITE THREATS DO NOT REALLY WISH TO TAKE PROPOSAL TO BELGRADE, SINCE THEY NOW PREFER AS LIMITED A CSCE FOLLOW-UP MEETING AS POSSIBLE, AND ARE WILLING TO SETTLE FOR RELATIVELY MINIMAL RESPONSE TO THEIR INITIATIVE AT ECE 32ND SESSION (SHILE KEEPING REMAINDER OF THEIR PROPOSAL ON TABLE FOR LATER ACTION). THIS IS SUBSTANTIATED BY REPEATED HINTS BY SOVIET REPS IN GENEVA IN RECENTT WEEKS THAT USSR WOULD ACCEPT AS OUTCOME OF 32ND SESSION A DECISION TO HOLD HIGH LEVEL MEETING ON ENVIRONMENT WITHIN ECE. MOREOVER, THERE IS STRONG INTEREST AMONG SOME WESTERN MEMBERS OF ECE (PRIMARILY BUT NOT EXCLUSIVELY SCANDINAVIANS) IN ENVIRONMENT MEETING.

3. SOVIETS WILL OF COURSE WITH GREATER RECOGNITION OF THEIR PROPOSAL THAN CONTAINED IN SIXTH PREAMBULAR PARAGRAPH AND OPERATIVE PARAGRAPH 3. IN NEGOTIATION, THIS MIGH CONCEIVABLY BE ACCOMMODATED BY DIRECT REFERENCE TO ALL PROPOSALS FOR HIGH LEVEL MEETINGS, I.E., THOSE OF USSR, FINLAND, NORWAY, AND STANOVNIK. IN EXCHANGE FOR INTEGRATING THEIR PROPOSAL FOR HIGH LEVEL MEETINGS ON LONG RANGE TRANSPORT OF AIR POLLUTANTS INTO ENVIRONMENT MEETING, NORWEGIANS MIGHT ALSO DESIRE SUCH SPECIFIC REFERENCE UNLESS (AS THEY WILL PRESUMABLY URGE) COMMISSION COULD AGREE ON SPECIFIC TOPICS TO BE DISCUSSED AT ENVIRONMENT MEETING. IF LATTER EVEN, TOPICS WHOULD BE LIMITED TO TWO OR THREE (AS SUGGESTED BY FINNS), INCLUDING NORWEGIAN TOPIC. (WHICH IS AT HEAD OF BOTH SOVIET AND FINNISH LISTS). MISSION BELIEVES THAT DECISION AT 32ND SESSION ON SPECIFIC TOPICS MIGHT BE DESIRABLE

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IN ORDER TO NARROW SCOPE OF QUESTION, AND THAT WE SHOULD CONSIDER POSSIBILITY OF SUPPORT FOR NORWEGIAN EFFORT IN THIS REGARD.

4. SOVIETS MAY ALSO BE EXPECTED TO PRESS FOR MORE PRECISE AND URGENT PROCEDURE FOR CONSIDERATION OF MATTER THAN IS PROVIDED IN OPERATIVE PARA. 5. IN UK VIEW, FIRST SENTENCE OF THAT PARA COULD BE INTERPRETED (OR REVISED) TO PROVIDE FOR CONSIDERATION OT TOPICS BY ECE SENIOR ENVIRONMENTAL ADVISERS AT REGULAR FEB. 1977 SESSION OR EARLIER SPECIAL SESSION OR BY AD HOC GROUP(S) OF EXPERTS OR TASK FORCE(S). IF AGREEMENT ON SPECIFIC TOPICS WERE REACHED AT 32ND SESSION, TASK OF SUCH BOY OR BODIES WOULD PRESUMABLY BE TO CONSIDER SPECIFIC AGENDA AND OBJECTIVES UNER EACH TOPIC.

5. SOVIETS MAY ALSO BE EXPECTED TO PRESS FOR MORE CERTAIN PROSPECTS FOR PROPOSED CONGRESSES ON TRANSPORT AND ENERGY THAN PROVIDED IN OPERATIVE PARAGRAPH 7. AS FALBACK, WEST MIGHT AGREE TO INCLUDE SPECIFIC REFERENCE

TO THESE FIELDS ALONG WITH SEVERAL OTHERS SUGGESTED BY STANOVNIK IN E/ECE/911 FOR POSSIBLE HIGH LEVEL MEETINGS, BUT WOULD WISH TO AVOID ANY SUGGESTION RE FUTURE ACTION. THIS MAY BE ONE OF HARDEST FIGHTS OF SESSION.

7. MISSION BELIEVES THAT APPROACH PROPOSED BY UK IS BASICALLY SOUND AND LIKELY TO ACHIEVE BROAD SUPPORT WITHIN WESTERN CAUCUS. IT IS DESIGNED TO ACHIEVE SOLUTION THAT, WHILE ALLOWING SOVIETS SOME NECESSARY MEASURE OF CREDIT, LIMITS FUTURE ACTION TO POSSIBLE HIGH LEVEL MEETING ON ENVIRONMENT WITHIN ECE IN ACCORDANCE WITH CRITERIA SET FORTH BY STANOVNIK IN PARA 48 OF E/ECE/911 AND BY FINNS IN STATEMENT TO SENIOR ENVIRONMENTAL ADVISERS AND SECOND LETTER ON SOVIET PROPOSAL (GENEVA 1362 AND GENEVA 2088). THIS COURSE WOULD SERVE TO MINIMIZE PROPAGANDA VALUE TO SOVIETS WHILE ENHANCING ROLE OF ECE THROUGH PROGRAMS

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OF INTEREST TO WESTERN COUNTRIES AND SERVING USEFUL PURPOSE. MISSION FURTHER BELIEVES THAT DRAFT RESOLUTION IS EXCELLENT PIECE OF WORK AND SHOULD PROVIDE GOOD BASIS FOR NEGOTIATION WITH EASTERN CAUCUS. IF SOLUTION CANNOT BE ACHIEVED ON THIS BASIS, THEN MATTER WOULD PRESUMABLY HAVE TO BE DEFERRED TO BELGRADE OR ECE 33RD SESSION. HOWEVER, THIS COURSE WOULD ENABLE SOVIETS TO POUNCE WEST WITH CLUB OF "NEGATIVISM" AT BELGRADE WITHOUT ANY ASSURANCE THAT WEST COULD USE IT FOR A USEFUL TRADEOFF OR CONTAIN OUTCOME TO SCOPE WHICH NOW SEEMS POSSIBLE AT GENEVA. MISSION THEREFORE RECOMMENDS US POSITION ALONG GENERAL LINES SET FORTH IN UK PAPER AND SUPPORT FOR UK DRAFT RESOLUTION, WITH POSSIBLE MODIFICATION SUGGESTED IN LAST SENTENCE PARA 3 ABOVE.

7. DEPARTMENT'S COMMENTS WOULD BE APPRECIATED PRIOR TO WESTERN CAUCUS MEETING APRIL 1. SORENSEN UNQUOTE VANCE

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